

Report Title		Report RL 31/10/2016 - 06
Service Reviews		
Report by	Antony Buchan	
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### Summary

This paper presents an update on local authority support activities relating to service reviews in line with the Resource London 2016-17 programme delivery plan.

### Recommendation

- To note waste authority support activity being undertaken by Resource London including the contamination intervention project.
- The Partnership Board is asked to consider the proposal set out in Appendix 1 and delegate to officers to progress conversations with the GLA and WRAP with the aim of establishing the Flats Task Force for 2017-18.

### Risk Management

Risk	Action to mitigate risk
Resource London does not achieve recognition or traction with its support offering with London waste authorities.	Significant engagement with waste authority officers has been achieved through attendance at the various networks (LEDNET, ALCO and LROG) as well as holding service review meetings with all waste authorities.

### Implications

Legal N/A

### Financial

Resource London has a total budget of £2.5 million for 2016/17 and an outline budget approved by the Partnership Board. However, spend will be fluid throughout the year on all workstreams and subject to changes depending on when projects are delivered and when boroughs come forward to take advantage of the offerings. The spend against forecast is therefore subject to variations.

Equalities None

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**PART I – NON-CONFIDENTIAL INFORMATION**

**Supporting Report**

**Why the paper is being presented**

To provide the Partnership Board with a progress report against programme output indicators.

**Report**

**Format**

Each work area of the LA support programme is detailed below. Each section is prefaced by a table showing the relevant output indicator(s) for that work area with a colour and letter coded (traffic light) progress update. The numbers indicate the meetings in 2015-16 to which these indicators will be reported.

Output indicator	1	2	3	4
Hold one face-to-face one-to-one catch-up meetings with each London waste authorities to gather further intelligence throughout the course of the year	G	G		

Officers have already conducted a number of one-to-one catch ups. The majority are scheduled for autumn with the output of the revised Routemap modelling.

**Service options modelling**

Output indicator	1	2	3	4
Deliver service review/support projects with a minimum of three identified priority waste authorities	A	G		

**Southeast borough group**

Resource London is supporting five boroughs (four unitary and one collection authority) to explore the opportunity of jointly managing environmental services.

These boroughs are one of the cluster groups testing the business case for delivering consistent household recycling collection services based on the national framework. The final report will be completed in October.

A further piece of work is in progress to provide the boroughs with advice on a partnership approach to delivering these services. Boroughs wish to explore jointly tendering out (3 boroughs together only) compared to going alone or, delivering the services under a jointly local authority owned trading company.

**Individual service reviews**

Officers are also about to go out to tender to do a service review for an east London borough.

*Authority specific service option modelling projects are detailed in Part 2 – Confidential Information.*

Service interventions

Output indicator	1	2	3	4
Provide a minimum of two Service interventions (capital grants) targeted at greater consistency in service provision with London authorities (including introduction of new materials including food and the restriction of residual waste)	A	A		
Support three authorities to review contamination in their service and implement interventions to reduce contamination	R	A		

Flats Task Force

The Mayor's manifesto pledges to 'reinvigorate' the capital's efforts on recycling so that we get back on track with hitting the 65 per cent target by 2030. The manifesto commitment goes on to say that the Mayor will lead on reducing the city's waste footprint, working to increase recycling and cut the amount London sends to landfill. The Mayor has said he will work closely with the boroughs and the LWARB to boost recycling rates. The Mayor believes there is more that London boroughs can do to increase recycling rates, including the provision of food waste collections for all households, harmonising the numerous recycling collection systems across London and accelerating the transition to a circular economy.

Officers have worked up a proposal to reinvigorate recycling by residents in flatted properties in receipt of communal recycling schemes, through a flats task force and intervention programme to work with London boroughs to:

- evaluate individual flats recycling services on a location by location basis to establish the cause and effect of low levels of capture;
- make recommendations on a location by location basis for interventions and improvements to flats services; and
- where appropriate provide some level of financial support to deliver the recommended service changes.

Further detail is provided in Appendix 1. It is envisaged that an annual budget of £1 million would be required to effectively deliver the Flats Task Force activity and that the activity would be managed through the Resource London programme. The London Waste and Recycling Board has identified subject to LWARB Board approval £1 million between 2017-20 (additional to it's £1.5 million annual commitment to the Resource London programme) and initial conversations have been had with both the GLA and WRAP about match funding.

The Partnership Board is asked to consider the proposal set out in Appendix 1 and delegate to officers to progress conversations with the GLA and WRAP with the aim of establishing the Flats Task Force for 2017-18.

Restricting residual

Officers are discussing opportunities with a number of boroughs to support

them in trialling restricted residual (either by containment or frequency). The offer is to scope out and part-fund a restricted residual trial. The trial would provide performance/cost data from a specific authority on which a business case can be developed to take to Members for borough wide roll out.

It is also recognised that without robust restricted residual policies in place and being enforced, it is more difficult for boroughs to implement restricted residual practices. A Survey Monkey questionnaire is being developed to assess the types of policies currently in place across London and if and how they are enforced; including policies related to side waste, open lids, incorrect materials in the residual and unauthorised additional/larger bins.

#### Bin amnesty

Officers have discussed the issue of unauthorised bins with a number of boroughs. This is where properties have additional residual capacity beyond their requirements (often due to inheriting bins when residents move in from a resident who had needed the extra capacity). In some areas this additional capacity significantly inhibits the impact of restriction via containment. There is a clear financial incentive to removing the additional bins but to establish where the additional capacity is requires a time intensive and costly borough wide survey. Boroughs are therefore being offered a no win, no fee service to carry out surveys and removal of unauthorised bins, with the money to be paid back to Resource London from gate fee savings and recycling of old bins.

#### Boosting food waste

Eight boroughs have funding agreements in place to provide a package of interventions designed and proven to drive up food waste recycling, and to measure the interventions' impact. The food waste interventions are adapted from successful trials run by WRAP with local authorities where food waste yields increased by up to 30% through a three part package of interventions; delivery of kitchen caddy liners, an information leaflet and a sticker applied to the residual bin with a "no food waste" message. As some boroughs do not use bins for residual the projects have been tailored to an individual borough's requirements.

The interventions are tailored to meet each borough's requirements. Four boroughs are supported together with the WLWA (including four of their WCAs). Seven of the eight boroughs have rolled out deliveries, one should go ahead on 24 Oct. The impact of the interventions will be measured and each borough will be further supported by Resource London in developing a business case, if appropriate, to demonstrate the benefits of providing liners free of charge on an ongoing basis. This may depend on the overall collection service provided by each borough. Officers at one further borough have yet to decide whether to take up the offer of funding.

The boroughs and the amount funded are as follows:

- City of London - £8,000
- Haringey - £15,000

- Merton £15,000
- Tower Hamlets - £12,000
- West London Waste Authority - £51,000 (working with Brent, Ealing, Hounslow and Richmond)

*A detailed update for each project is provided in Part 2 – Confidential Information.*

#### Contamination

A regional project looking at the cost of contamination is ongoing (see the development and innovation paper) and officers have been in contact with a few London boroughs to discuss the potential of being involved in a project to target contamination. It is anticipated this project will start in the autumn.

The project will work with 4-5 London boroughs to help reduce contamination in the domestic recycling stream by identifying the cause and cost of contamination in the recycling supply chain and to implement interventions. Further details are provided in Appendix 2.

*Authority specific service interventions are detailed in Part 2 – Confidential Information.*

#### Procurement support

<b>Output indicator</b>	1	2	3	4
Deliver two service procurement support projects, including joint authority procurements e.g. core services or ancillary services (clinical or textiles)	G	G		

#### Clinical Waste

Resource London in partnership with University College London Partnership Procurement Service (PPS) is developing (through the procurement of two framework contracts) a pan-London approach to clinical waste service delivery, with the potential to deliver significant efficiencies for London boroughs and improve the resident experience. It is anticipated that the service will be similar to the pan-London hazardous waste service. The OJEU notice was issued at the beginning of October and it is anticipated that the contractor will be in place in February/March 2017. Officers are helping to evaluate tenders received.

#### Textile Framework

In 2012, LB Lewisham in partnership with LWARB set up a London Textiles Consortium. The consortium is a 4 year single provider framework contract for the placement and collection of material from on street textile bring banks for recycling and reuse. The current provider is LM Barry and the framework has been working well. The framework listed 11 boroughs of which seven in bold used it (**Barnet, Camden, Croydon, Ealing, Greenwich, Haringey, Harrow, Hounslow, Lambeth, Lewisham and Sutton**). The benefits of the framework for those boroughs who have used it have included: significantly increased income (greater joint tonnages are linked within the contract to increased income per tonne per borough), learning from other boroughs, procurement

savings and brand new banks.

The current framework ends in summer 2017. Resource London has been working with Lewisham to develop the new framework, based on lessons learnt from the information included within the tender for the current framework. Soft market testing has been conducted to assess the interest amongst contractors for the new framework and the viability of proceeding with it. The next step is to develop the invitation to tender – which will go out before Christmas.

**Further information**

- Appendix 1: Proposal for a Flats Task Force
- Appendix 2: Tackling contamination project overview

## Reinvigorating London's efforts on recycling

The Mayor of London has a stated ambition to 'reinvigorate' London's efforts on recycling.

### Purpose

In addition to Resource London's existing programme of activities<sup>1</sup>, this paper sets out a proposal for investment in and delivery of a targeted flats recycling initiative designed to 'reinvigorate' recycling for the high percentage of the capital's residents living in flatted properties.

### Context

One of the greatest obstacles to delivering effective household recycling services in the capital is the housing stock, with flats accounting for up to 80% of housing stock (this includes purpose built blocks of flats, HMOs and flats above shops) in some boroughs.

The results of the 2020 London Routemap modelling<sup>2</sup> show the critical importance of introducing and maintaining effective dry recycling services for flats. However, the lack of data currently available for flats services (mainly due the variation in property types and service performance) makes the modelling of robust scenarios difficult to achieve.

Anecdotal evidence suggests that improved performance is possible from flats where intensive support is provided, but to achieve a significant improvement and to have a considerable impact on London's recycling performance, further innovation is required.

### 2020 Routemap

By providing a comprehensive flats recycling service collecting a minimum of the five main materials (paper, card, glass, cans and plastic bottles), the Routemap modelling shows that if the dry recycling yields could be increased to 130kg/hh/yr by 2020 this would result in a c.1.5% increase in London's recycling rate. To put this in context, London's 2013-14 collected yield for flats was estimated as 91.6kg/hh/yr.

In addition the flats recycling rate uplift could be increased by a further 0.75% by 2020 if food waste collections were provided to all flatted properties.

However, these scenarios are potentially conservative and are a result of limited confidence in flats recycling data, due to the lack of direct monitoring of flats services by boroughs. The Hackney Homes case study (below) gives an indication of what could be achievable when flatted properties are considered on a locations by location basis.

### Aim

Establish a recycling initiative which reinvigorates London's household recycling efforts for residents living in flatted properties.

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<sup>1</sup> The 2016/17 programme of work has been designed around maximising the impact of the support provided to achieve greater harmonisation and consistency by focusing on: minimising the amount of waste produced and maximising re-use; increasing and improving the capture of unavoidable food waste; improving the yield and quality of dry recycling; and restricting residual waste.

<sup>2</sup> The '2020 Routemap' identified the key service change scenarios for London which in isolation, and when combined, would have the greatest impact potential on the recycling rate. These are the foundation of the 2016-17 Resource London support programme.

## Proposal

To establish a Flats Task Force (FTF) and intervention programme to work with London boroughs to:

- evaluate individual flats recycling services on a location by location basis to establish the cause and effect of low levels of recyclate capture;
- make recommendations on a location by location basis for interventions and improvements to flats services; and
- where appropriate provide some level of financial support to deliver recommended service changes to dry recycling and to improve or introduce food waste services.

## Rationale

37% of London's properties are purpose built blocks of flats<sup>3</sup>. To improve recycling from flats, is far more resource intensive than for kerbside properties, due to the large diversity in flat types, containers, accessibility and storage capacity. The provision of a FTF will provide individual waste authorities with the important information they require in order to implement improvements and increase recycling captured at these properties.

## Delivery

The FTF would be a three year programme starting in 2017-18 and managed and delivered through the Resource London programme. In the first instance support would be prioritised to those authorities with the highest percentage of flatted properties.

The FTF will carry out an inventory of all blocks of flats in a borough as per the [WRAP guidance](#). This will help identify any service issues on the ground such as issues with the containers, poorly lit areas, poor signage etc.; ascertain if there are any communications opportunities; identify who the landlord/managing agent is and other key contacts such as tenants associations; assess if there is room for other containers such as food waste; and assess if the balance of waste to recycling containers is correct.

Each block will be evaluated, and improvements recommended, relevant to the individual site requirement. The fund could then pay for certain interventions such as new containers (internal and external), the introduction of food waste collections, improved signage, ground works, and targeted communications etc.

Condition of support would be the utilisation of Recycle for London branding, templates etc. and robust monitoring and evaluation.

The inventory across London will allow the FTF to identify commonalities between flats and estates, enabling tested and proven interventions to be deployed from location to location. The FTF would build on innovations developed through the national dense urban recycling project and Resource London's back to basics project.

Critically, the pan-London delivery via the FTF coupled with highly localised interventions based on common approaches, will enable London to develop a harmonised approach (in both look and feel) to flats recycling services.

## Budget

It is envisaged that an annual budget of £1 million will be required to effectively deliver the FTF activity. The London Waste and Recycling Board has identified £1 million between 2017-20 (additional to its £1.5 million annual commitment to the Resource London

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<sup>3</sup> from the 2011 census, so figure could be higher



programme) and initial conversations have been had with both the GLA and WRAP about match funding.

### **Mechanics**

Resource London would manage the FTF through a dedicated project manager appointed to the Resource London team on a fixed term contract/secondment. The task force operatives would either be directly appointed or recruited via a contractor.

### **Background**

#### **Hackney Homes**

Due to a very low recycling rate of only 8-10% from the estates in Hackney, Hackney Homes have embarked on a 4 year programme of projects focussed on reducing waste and increasing recycling.

Projects in Phase 1 included piloting communications, single use sacks and increasing the number of recycling bins in estates. Phase 2 included closing chutes and building bin stores and Phase 3 focussed on carrying out inventories, rebalancing the provision of recycling and residual bins, introducing internal storage units and reducing waste collection frequencies.

Where different combinations of communications, sacks and additional recycling bins were piloted in Phase 1 the average recycling rate increased from 10.14% to 15.95%.

The successes from Phase 1 are going to be applied to the outcomes of the inventories carried out in Phase 3, which showed that increasing the number of recycling bins in relation to residual bins and providing tailored communications resulted in the highest increases in recycling rate.

#### **London Borough of Barnet**

Of the c.44,000 flats in the Borough, around 75% receive a dry recycling service. Two staff were employed to survey the 25% of flats which did not receive a dry recycling service, enabling the Borough to identify 204 sites that required 1100l bins for dry recycling. This produced a location by location analysis identifying the most suitable requirements to provide the best opportunity for increasing dry recycling at each site. Performance uplift from this work is not yet known – however residents previously without access to recycling now have comprehensive services.

#### **Oxford City Council**

On estates with particularly poor participation and issues with low level dumping, Oxford City Council instigated a mini task force. Officers stood by the bin store to monitor participation and speak to residents. The activity was exceedingly resource intensive but highlighted that residents were bringing their waste down instead of using chutes – so they were dumping them around the recycling. The Council installed new refuse bins and provided rolls of clear sacks to use for recycling. They saw instant success. Speaking to residents about the barriers really helped.

## Local authority support – tackling contamination

### 1. Introduction

As part of the Service Review workstream, Resource London is looking to work with 4- 5 London boroughs to help reduce contamination in the domestic recycling stream. Information obtained directly from officers at many boroughs indicates that increasingly, contamination of recyclate is costing boroughs more money in extra resources and fines from MRFs, as well as affecting the overall recycling rate.

#### 1.1 Aim of the support

To help a targeted borough (or boroughs) identify what is the cause and cost of contamination in the recycling supply chain and to implement interventions to address that cause, thereby reducing contamination, decreasing service costs, increasing the recycling rate and improving the quality of recycling.

Providing this support will also enable Resource London to test out this approach and trial some interventions. Results will be published on the Resource London website with any good practise case studies and lessons learned disseminated to the boroughs (via workshops or LROG).

The flow chart below shows the overall approach for this support.



## 1.2 Scope

### Stage one: data gathering

An officer from Resource London will work with a London borough to monitor and evaluate the collection services to ascertain where the contamination is currently entering into the supply chain.

The borough will then utilise Resource London's contamination cost calculator to help estimate the current cost to the borough of handling contamination in their supply chain.

These stages will require some preparation time from the borough to gather information and data.

### Stage two: evaluation

Resource London will go through all the data gathered with the borough officer to ascertain where the contamination may be occurring, establish if further monitoring is required (ascertaining timescales) and agree intervention(s) to tackle contamination in the borough's supply chain.

### Stage three: Interventions

Interventions and further support will be agreed, depending on the outcome of the exercise above. They could include, but not limited to:

- Review of communications material;
- Crew training;
- Visit the waste transfer station and suggested changes to operations;
- Visit of the MRF (if appropriate) and suggested changes;
- Review of contamination policies;
- Targeted communications campaign; or
- Relocation of communal containers

## 1.3 Conditions of funding

- 1) All communications activity must follow the Recycle for London brand guidelines and be signed off by the Resource London Communications and Behaviour Change manager prior to print.
- 2) Pre and post monitoring is a fundamental requirement of this support in order to measure the impact of the intervention.

## 1.4 Monitoring and evaluation

Pre and post monitoring will be tailored for each project, depending on where the contaminating is appearing in the supply chain. Officers will try to ensure this requirement is not too onerous, but it is a fundamental part of ascertaining the impact of any intervention.

## 1.5 Reporting requirements

Participating boroughs will be required to complete a short report, content to be agreed with the project manager. The projects will be written up into case studies to be hosted on the Resource London website.

## 2. Monitoring and evaluation: stages 1-2

### Stage 1a: monitoring and evaluation data gathering

Borough officers will be expected to work through a monitoring and evaluation workbook to help ascertain where in the supply chain the recyclate is likely to have been contaminated. It may be in more than one part of the chain, e.g. by the resident misusing the service and at the waste transfer station. This stage will require considerable resource for effective data/information gathering and analysis.

Officers will be provided with the workbook and asked to gather as much data as possible to complete the questions. This is to be sent to the Resource London (RL) project manager, along with relevant supporting data, two weeks prior to meeting with the RL officer. This will allow time for RL to review the data and come back with any clarifications prior to meeting.

### Stage 1b: cost of contamination toolkit

A toolkit is being developed to help boroughs calculate the true cost of collecting or dealing with contaminated recyclate in their supply chain. Boroughs that RL support will be expected to utilise the toolkit to calculate the cost to their authority of addressing and collecting contaminated recycling. The results will be included in their monitoring and evaluation workbook as part of evidence gathering.

When completing the toolkit, users will provide information about their borough's operations and disposal costs. They will also select the actions they are currently undertaking to tackle contamination (mostly reactive) and enter the required local information needed to calculate the cost for each action. Users will be able to insert local information or select to use default values. All this information will feed into the calculator and the output will be an approximate yearly cost the borough is currently incurring.

### Stage 2: evaluation - review data gathered and develop an action plan – BS, CC, JB

The RL officer will then meet with the borough to go through the gathered evidence. The outcome of this exercise is likely to be an action plan of recommended further monitoring (e.g. site visits); improvements to existing practises; a better understanding of where to focus any required interventions; and ideas of interventions.

Further monitoring may include (but not limited to):

- monitoring crews – for example reviewing in cab data, accompany crews on rounds, increasing levels of reliable supervision;
- a flats inventory – if one has not been done recently;
- visiting the waste transfer station; and
- visiting the MRF.

RL will offer to accompany borough officers on these visits

Improvements to existing practices could include (but not limited to):

- full review of communications materials including website and applying suggested amendments;
- revising the contamination policy;
- reviewing and amending call centre scripts.

### 3. Interventions – stage 3

The actual interventions will not be known until officers have gone through the monitoring and evaluation stage first. Proactive interventions will be agreed in partnership with RL and funding agreements will then be drawn up. Funding will be dependant on robust monitoring and evaluation as well as utilisation of the Recycle for London brand guidelines.

Proactive intervention to tackle contamination may include:

- Targeted communications campaign to areas with high contamination rates;
- Improvements to containers at flats – e.g. signage, lids etc.;
- Crew training;
- Amendments at the WTS e.g. road markings or bays.

#### Back to basics project – operational interventions

Despite following the previous stages, some boroughs will still experience contamination issues in 'problem' areas, and material destined for recycling will need to be collected in residual waste stream, or rejected at the MRF and processed as residual.

The back to basics operational intervention concept involves the removal of all recycling facilities from high contaminating areas, in order to gradually reintroduce recycling facilities one at a time on a material specific basis. Various studies have indicated that one of the key barriers for residents is the amount of information provided to them about recycling overall and they would find it easier to recycle correctly if information was simplified and focussed on specific materials.

By removing recycling containers and reintroducing recycling facilities for one material at a time, residents will only have one option, thus simplifying the whole process and helping them to overcome their confusion, with the outcome of clean recyclable material. Once this stage is deemed to be successful, a second material can be introduced using the same approach. The number of different materials collected will be specific to each site, depending on how they respond to the interventions.

#### Back to Basics

Many boroughs find that despite trying a number of different approaches towards tackling contamination, they still experience contamination issues in 'problem' areas, and material destined for recycling is being collected as residual, or rejected at the MRF and processed as residual. The Back to Basics concept involves the removal of all recycling facilities from high contaminating areas, in order to gradually reintroduce recycling facilities one at a time on a material specific basis.

#### Communications messaging

##### Back to Basics – communications interventions

The Back to Basics concept can also be applied to communications messaging only, without the implementation of any operational changes.

Based on the same principle that residents find it easier to recycle correctly if information is simplified and focussed on specific materials, simple messages can be produced which just focus on one material (e.g. plastic bottles) without referring to any other material.

This allows residents to focus on that material rather than feeling confused or overwhelmed with too much information, so the message that this material can be recycled becomes very clear.

### **Recycling Guidelines**

A piece of work is being carried out by WRAP, liaising with boroughs and industry partners, to ascertain what instructions boroughs should be giving to residents on how to recycle certain materials. For example, should the lids be left on plastic bottles and glass jars? Can they recycle trigger pumps? The results of this work will feed into RL's contamination interventions.

#### **4. Reporting**

RL will provide the participating boroughs with a report template to feedback on the interventions. This will include lessons learned, successes, pre and post monitoring and what effect the intervention has had. RL officers will also work with the borough to calculate the cost per tonne of the intervention and the cost benefit of implementing the intervention.

All reports will form the basis of case studies, which will be hosted up on the RL website.

#### **5. Follow up**

RL officers will disseminate lessons learned via LROG, ALCO and LEDNET. They will also look to write some articles for the trade press.

It may be that further research is required as a result of this project, depending on any gaps in knowledge.